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100TH CONGRESS
2d Session

SENATE

REPORT
100-376

TUSKEGEE INSTITUTE NATIONAL HISTORIC SITE, ALABAMA

MAY 27 (legislative day, MAY 18), 1988.—Ordered to be printed

Mr. JOHNSTON, from the Committee on Energy and Natural Resources, submitted the following

REPORT

[To accompany H.R. 3869]

The Committee on Energy and Natural Resources, to which was referred the Act (H.R. 3869) to amend the Act providing for the establishment of the Tuskegee University National Historic Site, Alabama, to authorize an exchange of properties between the United States and Tuskegee University, and for other purposes, having considered the same, reports favorably thereon with an amendment to the title and recommends that the Act do pass.

Amend the title so as to read:

> A bill to amend the Act providing for the establishment of the Tuskegee Institute National Historic Site, Alabama, to authorize an exchange of properties between the United States and Tuskegee University, and for other purposes.

PURPOSE OF THE MEASURE

H.R. 3869 would amend the Act providing for the establishment of the Tuskegee Institute National Historic Site to authorize an exchange between the Secretary of the Interior and Tuskegee University.

BACKGROUND AND NEED

Tuskegee Institute National Historic Site, located some 40 miles east of Montgomery in southeastern Alabama, was authorized as a unit of the National Park System in 1974. The site preserves historic structures on or near the campus of Tuskegee University, formerly known as Tuskegee Institute, a college for black Americans

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founded by Booker T. Washington in 1881. The main features of the historic site include the Oaks, Booker T. Washington's home, the Carver Museum, and Grey Columns. These structures are presently owned by the National Park Service. The site also includes a 50-acre Historic Campus District consisting of most of the original campus buildings, all owned and still actively utilized by Tuskegee University.

Establishment of the site occurred in 1977 following approval of a Memorandum of Agreement between the National Park Service and the Trustees of Tuskegee Institutes. That agreement defined the respective roles of the Service and the Institute in preserving and interpreting the historic site. Specifically, it called for the Institute to donate both The Oaks and the Carver Museum to the Service along with the parcel of land on which they are located as well as to make a permanent loan of the personal property that each contained. The Service then accepted the property and established the site.

In 1978, the National Park Service prepared a general management plan for the historic site that, among other things, led to the restoration and development of Grey Columns as a visitor contact facility, administrative headquarters and maintenance area. Although Grey Columns was spaciously adequate for these functions, its location some one-half mile distant from the primary visitor attractions, made it unsuitable for both visitors and park staff. In 1984, the Service and the University signed a Memorandum of Understanding which allowed the University President to utilize the Grey Columns as his personal residence. In return, the University granted the Service use of the President's former residence, nearer The Oaks and the Carver Museum, as its headquarters. Further, the agreement guaranteed access to Grey Columns to park visitors as well as provide two small cottages adjacent to the Carver Museum for use as a maintenance facility. The National Park Service uses this property under the agreement, which expires in April 1989. As a result of significant deviations from the earlier general management plan, the Service prepared a revised GMP in October 1987 which recommended a permanent solution to the matters contained in both the Memorandum of Agreement and the Memorandum of Understanding.

H.R. 3869 would accomplish the objectives of this new general management plan by revising the boundary of the historic site and providing for the donation of the above mentioned lands, interest in lands, and facilities to the National Park Service, which providing in return that the Service will convey Grey Columns to Tuskegee University. The legislation ensures that Grey Columns will remain available to visitors, and be maintained to preserve its historic integrity.

LEGISLATIVE HISTORY

H.R. 3869 passed the House of Representatives on April 19, 1988. A hearing was conducted by the Subcommittee on Public Lands, National Parks and Forests on April 28, 1988.

At the business meeting on May 18, 1988, the Senate Committee on Energy and Natural Resources ordered H.R. 3864, favorably reported.

COMMITTEE RECOMMENDATIONS AND TABULATION OF VOTES

The Senate Committee on Energy and Natural Resources, in open business session on May 18, 1988, by unanimous vote of a quorum present, recommends that the Senate pass H.R. 3869, as described herein.

The rollcall vote on reporting the measure was 19 yeas, 0 nays, as follows:

YEAS	NAYS
Mr. Johnston	
Mr. Bumpers*	
Mr. Ford	
Mr. Metzenbaum*	
Mr. Melcher	
Mr. Bradley	
Mr. Bingaman	
Mr. Wirth	
Mr. Fowler	
Mr. Conrad	
Mr. McClure	
Mr. Hatfield*	
Mr. Weicker*	
Mr. Domenici	
Mr. Wallop	
Mr. Murkowski	
Mr. Nickles	
Mr. Hecht	
Mr. Evans	

* Indicates voted by proxy.

COMMITTEE AMENDMENTS

The Committee adopted a technical amendment to the title.

SUMMARY OF THE MEASURE

H.R. 3869, as ordered reported, would authorize the Secretary of the Interior to convey Grey Columns, an historic antebellum mansion located approximately one-half mile from the main campus and its historic district, to Tuskegee University for use as the home of its President. In return, the Secretary would receive three parcels of land which include the current President's home for use as an administrative headquarters, a parcel for visitor parking, and one for a maintenance facility, as well as an easement which would limit development in order to maintain the view between the Carver Museum, George Washington Carver's laboratory, and the Oaks, the former home of Booker T. Washington. Finally, this easement would accommodate the construction of a walkway between the Carver Museum and the Oaks to facilitate visitor access to this portion of the historic site.

COST AND BUDGETARY CONSIDERATIONS

The following estimate of the cost of this measure has been provided by the Congressional Budget Office:

U.S. CONGRESS,
CONGRESSIONAL BUDGET OFFICE,
Washington, DC, May 27, 1988.

Hon. J. BENNETT JOHNSTON,
Chairman, Committee on Energy and Natural Resources,
U.S. Senate, Washington, DC.

DEAR MR. CHAIRMAN: The Congressional Budget Office has reviewed H.R. 3869, an act to amend the Act providing for the establishment of the Tuskegee University National Historic Site, Alabama, to authorize an exchange of properties between the United States and Tuskegee University, and for other purposes, as ordered reported by the Senate Committee on Energy and Natural Resources, May 18, 1988. Enactment of this legislation would have no significant impact on the budget of the federal government, and no impact on the budgets of state and local government.

H.R. 3869 would authorize the Secretary of the Interior to convey property known as Grey Columns to Tuskegee University in exchange for certain other property. Further, the act would allow the Secretary to construct and maintain a public walkway. We are unable to estimate potential construction and maintenance costs at this time, but we do not expect them to be significant.

The National Park Service estimates that Grey Columns has a market value of over $700,000, and that the federal government would receive property worth approximately $150,000 in this exchange.

If you wish further details on this estimate, we will be pleased to provide them.

Sincerely,

JAMES L. BLUM,
Acting Director.

REGULATORY IMPACT EVALUATION

In compliance with paragraph 11(b) of Rule XXVI of the Standing Rules of the Senate, the Committee makes the following evaluation of the regulatory impact which would be incurred in carrying out H.R. 3869. The Act is not a regulatory measure in the sense of imposing Government-established standards or significant economic responsibilities on private individuals and businesses.

No personal information would be collected in administering the program. Therefore, there would be no impact of personal privacy.

Little, if any, additional paperwork would result from the enactment of H.R. 3869, as reported.

EXECUTIVE COMMUNICATIONS

On April 22, 1988, the Committee on Energy and Natural Resources requested legislative reports from the Department of the Interior and the Office of Management and Budget setting forth executive views on H.R. 3869. These reports had not been received at the time the report on H.R. 3869 was filed. When the reports

become available, the chairman will request that they be printed in the Congressional Record for the advice of the Senate. The testimony provided by the appropriate agency at the Subcommittee hearing follows:

STATEMENT OF DENIS P. GALVIN, DEPUTY DIRECTOR, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR

Mr. Chairman and Members of the Committee, it is a pleasure to be here today to discuss H.R. 3869, a bill to amend the Act providing for the establishment of the Tuskegee University National Historic Site near Tuskegee, Alabama.

We recommend enactment of H.R. 3869.

H.R. 3869, if enacted, would authorize the Secretary of the Interior to convey Grey Columns, an historic antebellum mansion located approximately one-half mile from the main campus and its historic district, to Tuskegee University for use as the home of its President. In return, the Secretary would receive three parcels of land which include the current President's home for use as an administrative headquarters, a parcel for visitor parking, and one for a maintenance facility, as well as an easement which would limit development in order to maintain the view between the Carver Museum, George Washington Carver's laboratory, and The Oaks, the former home of Booker T. Washington. Finally, this easement would accommodate the construction of a walkway between the Carver Museum and The Oaks to facilitate visitor access in this portion of the historic site.

Tuskegee National Historic Site, located some 40 miles east of Montgomery in southeastern Alabama, was authorized as a unit of the National Park System in 1974. The site preserves historic structures on or near the campus of Tuskegee University, formerly known as Tuskegee Institute, a college for black Americans founded by Booker T. Washington in 1881. The main features of the historic site include The Oaks, Booker T. Washington's home, the Carver Museum, and Grey Columns. These structures are presently owned by the National Park Service. The site also includes a 50-acre Historic Campus District consisting of most of the original campus buildings, all owned and still actively utilized by Tuskegee University.

Establishment of the site occurred in 1977 following approval of a Memorandum of Agreement between the National Park Service and the Trustees of Tuskegee Institute. That agreement defined the respective roles of the Service and the Institute in preserving and interpreting the historic site. Specifically, it called for the Institute to donate both The Oaks and the Carver Museum to the Service along with the parcels of land on which they are located, as well as to make a permanent loan of the personal property that each contained. The Service then accepted the property and established the site.

In 1978 the National Park Service prepared a general management plan for the historic site that, among other things, led to the restoration and development of Grey Columns as a visitor contact facility, administrative headquarters, and maintenance area. Although Grey Columns was spatially adequate for these functions,

its location some one-half mile distant from the primary visitor attractions made it unsuitable for both visitors and park staff. In 1984 the Service and the University signed a Memorandum of Understanding which allowed the University President to utilize Grey Columns as his personal residence. In return, the University granted the Service use of the President's former residence, nearer The Oaks and the Carver Museum, as its headquarters. Further, the agreement guaranteed access to Grey Columns to park visitors as well as provided two small cottages adjacent to the Carver Museum for use as a maintenance facility. That agreement expires in April 1989.

As a result of significant deviations from the earlier general management plan, the Service prepared a revised GMP in October 1987 which recommended a permament solution to the matters contained in both Memorandum of Agreement and the Memorandum of Understanding. H.R. 3869 would accomplish this objective by revising the boundary of the historic site and providing for the donation of lands, interest in lands, and facilities to the National Park Service. In return, the Service would convey Grey Columns to Tuskegee University while still making it available to visitors.

The Administration initially opposed enactment of H.R. 3869 in recent house testimony. The exchange appeared to involve a net loss to the Federal estate. However, after reconsidering the value of several in-kind services that the university will provide to the National Park Service on a long-term basis relating to the operation of the Tuskegee National Historic Site, the Administration now concludes that the exchange is in the best interest of the Federal Government. In-kind services provided include security, storage space in an adjacent building, and other operations and maintenance costs.

The park staff, currently consisting of 14 permanent employees and 3 temporary employees, would not be expanded as a result of this measure. There are expected to be minor utility and equipment costs resulting from the addition of approximately 3.6 acres of land. Development costs related to the relocation of the maintenance function, additional visitor parking and access, and general site upgrading are estimated to be in the vicinity of $1,400,000 in 1987 dollars.

We do not intend to seek additional new funding at this time to accomplish the developmental purposes of this measure. Adjustments will be made within authorized funding levels to accomplish only the most urgent elements of the plan, with future requests being prioritized within total Service needs.

Mr. Chairman, we recommend one technical change in H.R. 3869 as it is presently written. The title of the bill refers to the Act providing for the establishment of the Tuskegee University National Historic Site. The correct reference should be Tuskegee Institute National Historic Site. A similar change is necessary on page 1, line 8.

Mr. Chairman, this concludes my prepared remarks. I would be pleased to respond to any questions you or the Members of this Committee may have at this time.

CHANGES IN EXISTING LAW

In compliance with paragraph 12 of Rule XXVI of the Standing Rules of the Senate, the Committee notes no changes in existing law are made by the Act H.R. 1100, as reported.

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